

**NORTHWEST TERRITORIES
OIL AND GAS INDUSTRIAL
SKILLS STRATEGY**



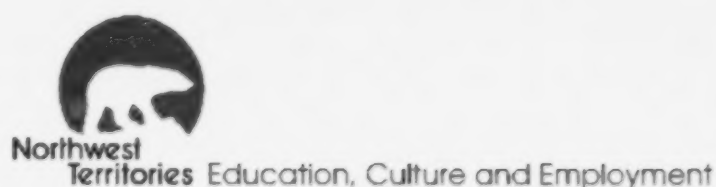
NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

ACKNOWLEDGEMENT

The Northwest Territories (NWT) Oil and Gas Industrial Skills Strategy could not have been completed without the direction, advice and input of the Members of the Territorial Oil and Gas Training Committee. The Committee Members provided invaluable time, resources and energy to the completion of the strategy. Each of the Members has also shown a dedication to the objectives and principles of the strategy, particularly to the goal of providing the industrial skills required for Aboriginal and other Northerners to access jobs

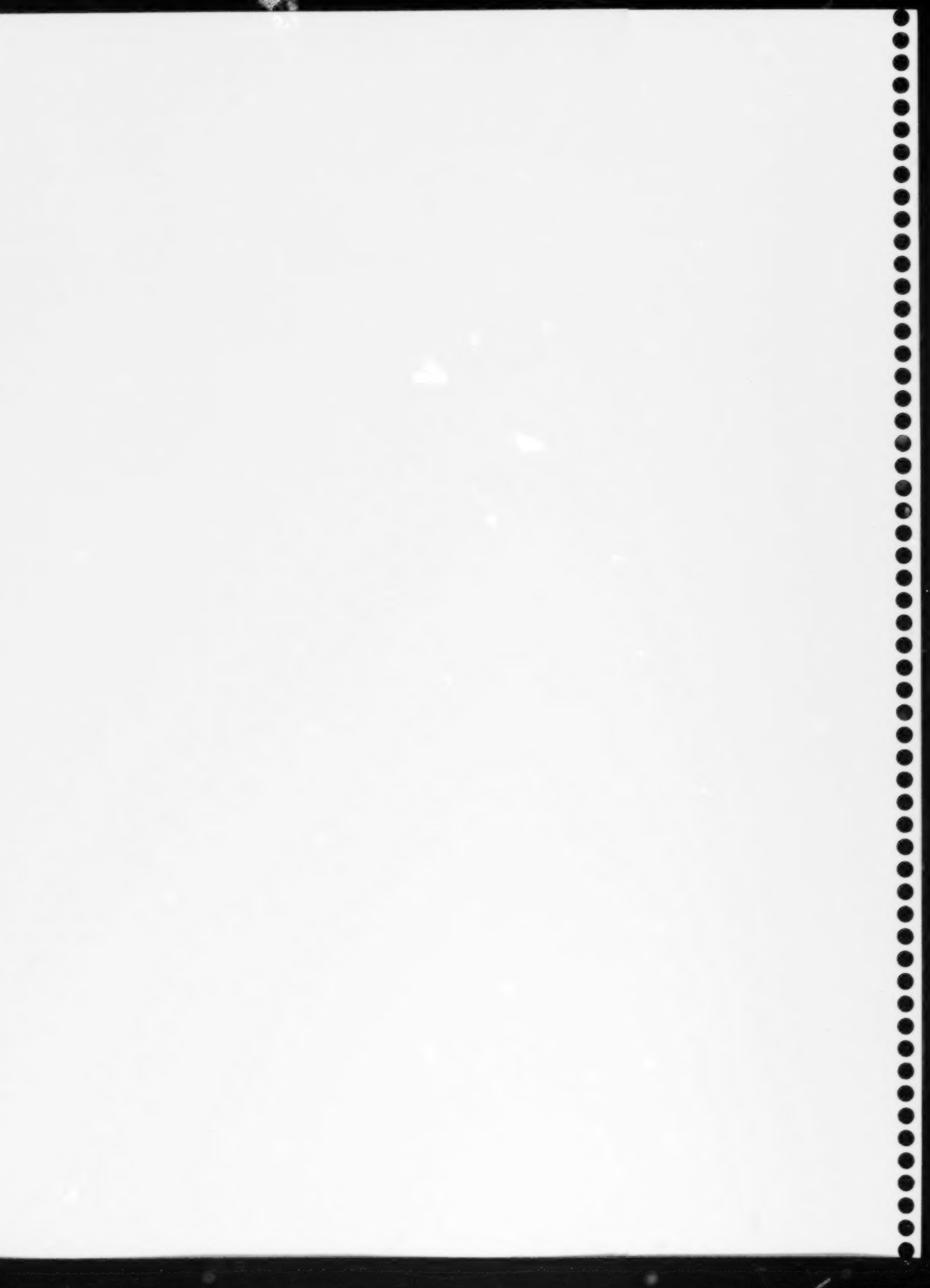
and careers in the oil and gas industry. The Members of the Territorial Oil and Gas Training Committee include Industry representatives, Aboriginal Governments, the Government of the Northwest Territories and the Government of Canada.

The NWT Oil and Gas Industrial Skills Strategy was prepared by NorthWays Consulting of Yellowknife.



Canada



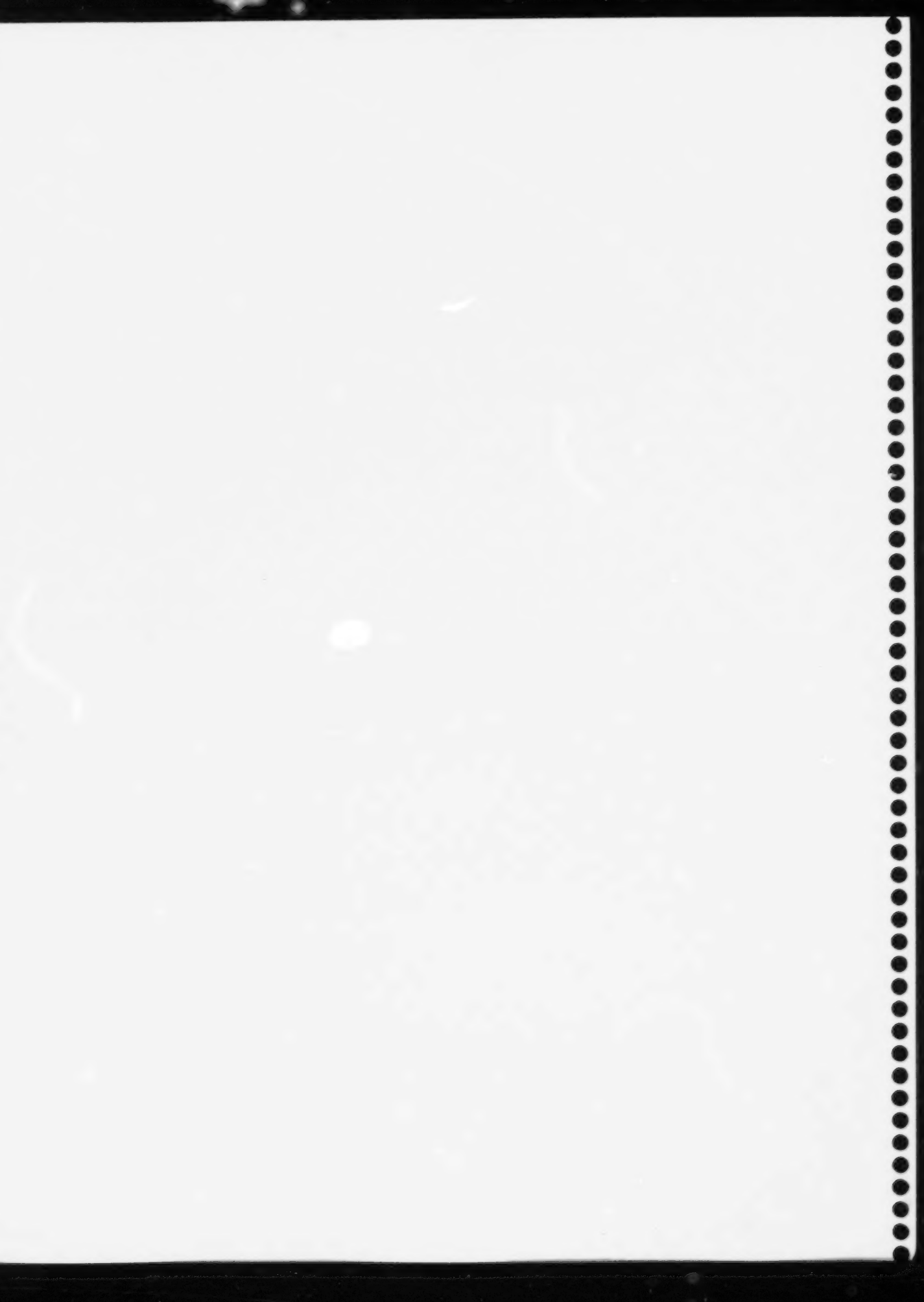


NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

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December 2002



NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

INTRODUCTION

The purpose of this document is to describe the proposed NWT Oil and Gas Industrial Skills Strategy. The strategy is a comprehensive approach to industrial skills development that will enable maximum participation of Aboriginal and other Northerners in the oil and gas sector of the Northwest Territories' economy. For the purpose of this strategy, the oil and gas sector includes oil and gas exploration and development as well as natural gas pipeline construction and operation.

The target audience of this strategy is potential stakeholders and funding partners. These include Industry,

Aboriginal Governments and Organizations, the Government of the Northwest Territories and the Government of Canada.

Working on AKITA/Equtak - Rig # 60



NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

STRATEGY AT A GLANCE

The NWT Oil and Gas Industrial Skills Strategy identifies a five-year schedule of activities to promote:

- ↳ human resource planning
- ↳ career development
- ↳ short-term industry specific training
- ↳ longer term career training
- ↳ training and workforce mobility and evaluation, and
- ↳ financial supports.

The strategy includes three separate but complimentary initiatives that address key gaps in the northern industrial labour force and industrial skill development needs. The initiatives of the strategy are:

- 1) Basic Skills and Pre-employment
- 2) Industrial Skill Development, and
- 3) Employment Mobility and Support.

"The NWT Oil and Gas Industrial Skills Strategy is an innovative plan to provide Aboriginal and other Northerners with the skills required for jobs and careers in the oil and gas industry. The Government of the Northwest Territories is proud to be a full partner in the strategy."

**Honourable Jake Ootes
Minister of Education, Culture and
Employment
Government of the Northwest
Territories**

Each initiative consists of a series of skill development programs designed to mitigate barriers to employment and develop or enhance the industrial skill level of the northern workforce in preparation for employment in the oil and gas industry. The strategy is designed specifically for Aboriginal and other Northerners who do not currently have the basic skills and/or job specific skills required to access industrial-based employment in the oil and gas sector.

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RATIONALE

The rationale for this strategy is to ensure that Aboriginal and other Northerners participate to the greatest extent possible in employment opportunities directly and indirectly associated with the oil and gas industry in the Northwest Territories. In order to maximize employment opportunities, specific and targeted programs must be made available to individuals requiring the industrial skills needed to access oil and gas related jobs. The strategy must also be flexible enough to react to "just-in-time" skill development opportunities. The strategy is intended to augment existing programs and to introduce new, innovative and made-in-the-north solutions to overcoming barriers to employment.

The NWT Oil and Gas Industrial Skills Strategy is fully compatible with Canada's Innovation Strategy. The initiatives presented are an innovative approach to address the key imperatives of the Innovation Strategy which are:

"First, the knowledge-based economy means an ever-increasing demand for a well-educated and skilled workforce in all parts of the economy and in all parts of the country...

Second, there is a looming demographic crunch that will exacerbate these skills shortages...

Third, our learning system must be strengthened if we are to meet the skills and labour force demands of the next few decades."

**Knowledge Matters - Skills and Learning for Canadians
Canada's Innovation Strategy**

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GOALS

The following goals have been established to ensure that the strategy is meeting the industrial labour force needs. The goals of strategy are to:

- 1) provide Aboriginal and other Northerners with the skills required to access employment opportunities in the oil and gas sector at all levels
- 2) provide the oil and gas industry with access to a readily available, skilled labour force
- 3) establish a partnership approach between Industry, Aboriginal Governments and Organizations, the Government of the Northwest Territories (GNWT) and the Government of Canada in cooperative planning, program and service delivery and shared investment in labour force development
- 4) facilitate career development and human resource planning in the sector, and
- 5) encourage youth to complete high school and take advantage of skill development opportunities.

"The economy of the 21st century will need workers who are lifelong learners, who can respond and adapt to change. Canada's labour market programs must be transformed to meet this challenge. To this end, the government will work with Canadians, provinces, sector councils, labour organizations and learning institutions to create the skills and learning architecture that Canada needs, and to promote workplace learning..."

It will also tailor and target its training programs to help Aboriginal and Inuit people participate in economic opportunities such as the development of ... northern gas pipelines and similar projects throughout Canada."

**The Canada We Want,
2002 Speech From the Throne**

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PRINCIPLES

The following principles will direct the development and implementation of the strategy. The strategy will be:

- 1) directed at industry identified jobs
- 2) jointly managed and funded by Industry, Aboriginal Governments, the GNWT and the Government of Canada
- 3) community-focused
- 4) focused on job skills
- 5) regionally implemented and delivered
- 6) based on opportunities for men and women
- 7) designed to encourage the development of transferable skills

Rig Operations Training



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INVESTMENT

As identified in Table 1 on the following page, the total proposed investment for the strategy is \$32,575,000 over a five year period from 2003/04 - 2007/08. While this is a significant investment, the anticipated returns through maximum participation of Aboriginal and other Northerners in the oil and gas sector far outweigh the resources required. The return on investment will be seen in several ways including:

- ↳ increased labour income in the NWT
- ↳ the multiplier effect in communities through increased disposable incomes

- ↳ increased income taxes and other government revenues, and
- ↳ decreased reliance on income assistance.

The result will be of tremendous benefit to all partners including Industry, Aboriginal Governments and Organizations, the Government of the Northwest Territories, the Government of Canada and - most importantly - the communities, families and individuals of the NWT.

NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

Table 1 - Proposed NWT Oil and Gas Industrial Skills Strategy Budget

Basic Skills & Pre-employment	2003/04	2004/05	2005/06	2006/07	2007/08	Total
Planning	\$925,000	\$925,000	\$925,000	\$825,000	\$775,000	\$4,375,000
Career Development	\$795,000	\$795,000	\$795,000	\$795,000	\$745,000	\$3,925,000
Total	\$1,720,000	\$1,720,000	\$1,720,000	\$1,620,000	\$1,520,000	\$8,300,000
Industrial Skill Development	2003	2004	2005	2006	2007	Total
Industry Specific	\$3,200,000	\$3,000,000	\$3,000,000	\$3,200,000	\$3,000,000	\$15,400,000
Career Oriented Training	\$600,000	\$600,000	\$600,000	\$600,000	\$600,000	\$3,000,000
Total	\$3,800,000	\$3,600,000	\$3,600,000	\$3,800,000	\$3,600,000	\$18,400,000
Employment Mobility and Support	2003	2004	2005	2006	2007	Total
Supports	\$1,100,000	\$1,100,000	\$1,100,000	\$1,100,000	\$1,100,000	\$5,500,000
Evaluation & Support	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$375,000
Total	\$1,175,000	\$1,175,000	\$1,175,000	\$1,175,000	\$1,175,000	\$5,875,000
Budget Total	\$6,595,000	\$6,495,000	\$6,495,000	\$6,595,000	\$6,295,000	\$32,575,000

NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

BACKGROUND

The economy of the Northwest Territories is growing at a tremendous pace. The non-renewable resource sector is fueling the economy through exploration and development activities in the mineral and oil and gas industries.

Economic growth has resulted in significantly increased employment

opportunities for NWT residents, particularly in the skilled and trades occupations. However, the lack of a readily available, skilled, northern industrial workforce has meant that many Aboriginal and other Northerners are not able to take advantage of the benefits of the burgeoning northern economy.

This section of the document provides the essential background information required in order to fully understand the need for, and development of, the NWT Oil and Gas Industrial Skills Strategy. This includes an overview of the economic outlook of the oil and gas industry; benefits of the industry to Canada and the NWT; current labour market conditions; the challenges to employment faced by many Aboriginal and other Northerners; and, the need for alternative, made-in-the-north solutions to skill development.

AKITA Equitak - Rig 60



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ECONOMIC OUTLOOK

The Northwest Territories is considered one of the last "on-land frontiers" for the exploration and development of oil and natural gas. The NWT has significant oil and natural gas reserves and the Mackenzie Valley forms a natural and economically viable corridor for the transportation of natural gas to southern markets.

The North American market for natural gas has experienced a surge in demand, increasing by 17% since 1990. Canadian exports to the United States have increased by 300% since 1985 and natural gas markets are expected to grow by another 40% over the next decade. With consumption rates growing rapidly, and conventional sources of supply declining, the long-term prospect for continued exploration and commercialization of frontier reserves is very positive.

The political and economic climate of the NWT is also at a point where non-renewable resource development not

only makes sense, but is welcomed by many of the people of the north. There is a new consensus emerging that resource development can be positive when all parties have a role to play in managing the pace of development and an opportunity to share in the benefits.

The increased demand for oil and natural gas combined the political and economic development of the NWT has lead to significant oil and gas exploration and development projects over the past several years. For example, four significant finds of natural gas reserves have been made in the Fort Liard area over the past several years. As a result, over \$200 million in oil and gas exploration and infrastructure has been invested in that area alone. A further \$200 million was invested in oil and gas exploration in the Beaufort Delta Region during the 2001/2002 winter season.

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The prospect of a multi-billion dollar natural gas pipeline project through the Mackenzie Valley substantially increases the potential for economic development and will further stimulate

the economy of the NWT. As a result, the prospects for continued economic and job growth are very positive for the oil and gas sector.

BENEFITS OF THE NWT OIL & GAS INDUSTRY

The benefits of the NWT oil and gas industry are substantial and wide-spread, not only for the Northwest Territories, but for all of Canada. The recent report entitled An Evaluation Of The Economic Impacts Associated With The Proposed Mackenzie Valley Gas Pipeline And Mackenzie Delta Gas Development outlines the tremendous potential opportunities for economic gains across each region of the country.

As demonstrated in Table 2 on the following page, pending construction of the proposed Mackenzie Valley Gas Pipeline, the Canada-wide direct benefits of the oil and gas industry from the Mackenzie Region are approximately \$40 to \$57 billion dollars in increased Canadian gross domestic

product and approximately \$12 to \$23 billion dollars in government revenues over a thirty year period from 2002 - 2033. (The range is dependent on the price of natural gas). These impacts are widely spread across most of the major sectors including business services; wholesale and retail trade; transportation, communication and utilities; construction; manufacturing; services incidental to mining/oil and gas; and the oil and gas sector. Substantial employment gains will also be made across the country. In total, the result will be approximately 157,000 person years of employment across Canada over the thirty year period. Table 3 demonstrates the anticipated employment increases in person years by region.

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Table 2 - Anticipated Benefits of the Mackenzie Oil & Gas Industry

Item	2002 Canadian \$ (in billions)
Canadian Gross Domestic Product	\$40 to \$57
Government Revenues	\$12 to \$23
Total Revenue/Investment	\$44 to \$61
Labour Income	\$8

Additional impacts cited in the report include:

- ↳ induced impacts arising from the spending of labour income generated by the project would add another \$5 billion in GDP and 92,000 person years of employment for Canada

Table 3 - Anticipated Person Years of Employment from the Mackenzie Oil & Gas Industry

Region	Person Years of Employment
Canada	157,000
NWT	58,000
Alberta	38,000
Ontario	28,000
BC	15,000
Quebec	9,000
Sask., Man. & Yukon	6,000
Atlantic Provinces	3,000

- ↳ the reinvestment of corporate profits would add a further \$16 to \$27 billion in GDP and an additional 243,000 to 406,000 person years of employment
- ↳ additional value added from upgrading of incremental gas liquids to petrochemical products

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potential increases in discoveries in other areas along the route of the pipeline and potentially large increases in revenue from the sale of northern mineral rights

potential fuel cost savings to households in communities in the Delta region or along the pipeline route

significant savings to gas users in Canada as the incremental gas supply keeps gas prices below what they would otherwise be, and

gains valued at up to \$2.1 billion annually due to avoided greenhouse gas emissions.

Other direct benefits of the oil and gas industry to the Northwest Territories have been generated through:

impact benefit and participation agreements with land claimant groups

AKITA/Sahtu Drilling - Rig 51



community and economic development activities, and

the growth of Aboriginal and other northern based businesses providing goods and services to the oil and gas companies.

These benefits serve all Canadians. It is essential to reinvest a portion of the economic gains from the NWT oil and gas industry into skill development programs in order to ensure that maximum benefits from the industry accrue to Aboriginal and other Northerners.

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LABOUR MARKET CONDITIONS

As noted, economic growth has resulted in significantly increased employment opportunities for Aboriginal and other Northerners, particularly in industrial and trades based occupations. Current exploration activities in the oil and gas sector are expected to further increase employment opportunities in the NWT.

The anticipated Mackenzie Valley Natural Gas Pipeline Project will also substantially increase industrial based job opportunities throughout the Northwest Territories, particularly in the Beaufort Delta, Sahtu and Deh Cho Regions. It is anticipated that construction of the proposed pipeline will result in approximately 11,500 person years of employment in the NWT alone.

Approximately 49 permanent pipeline operations jobs, as well as a corresponding number of indirect jobs, will also be created once the pipeline is in full operation. As shown Chart 1 on the following page, opportunities in the

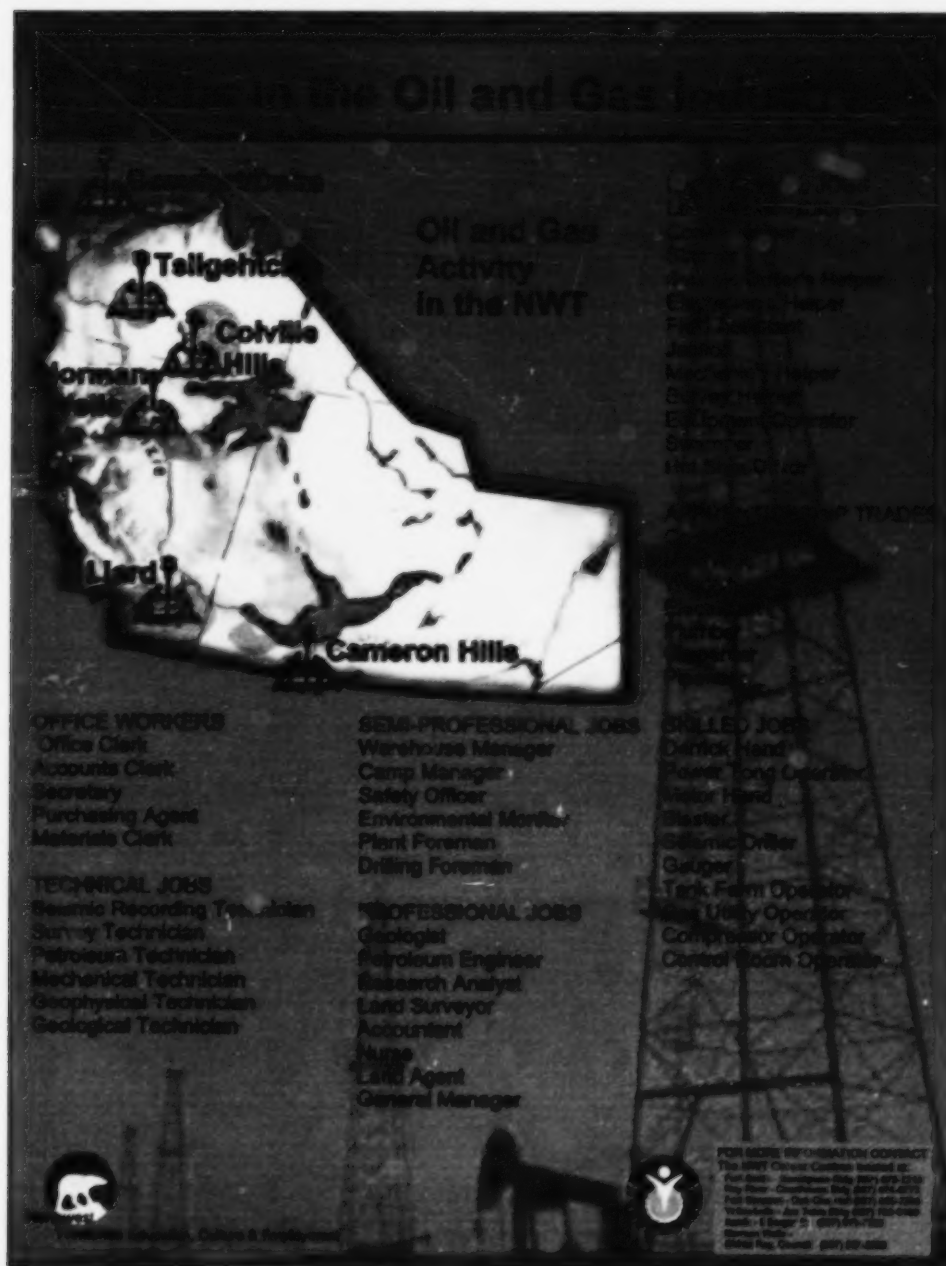
oil and gas sector cover a wide range of occupations.

Through negotiated agreements, oil and gas and pipeline companies are making firm commitments to hire Aboriginal and other Northerners. These companies - in partnership with Aboriginal Governments and organizations, community groups, training institutions, the Government of the Northwest Territories, the Government of Canada and other industry partners - have made a significant attempt to find, train and hire NWT residents.

While most companies have had success in attracting and retaining Aboriginal and other Northerners, they are now facing a major challenge. The current supply of skilled, northern workers is seriously limited. The majority of Aboriginal and other Northerners with the required education or training for industrial jobs are already working.

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Chart 1 - Jobs in the Oil and Gas Industry



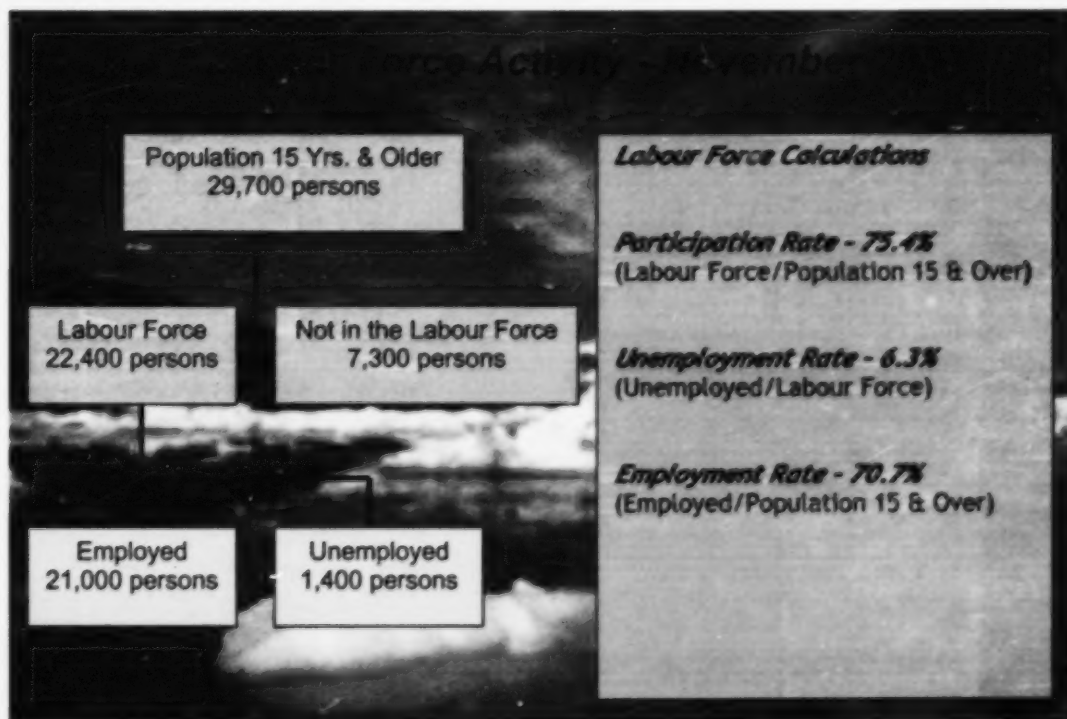
NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

As demonstrated in the Chart 2, the November, 2002 employment rate in the NWT was 70.7% with an unemployment rate of 6.3% - slightly below the national average. The NWT has an approximate population of 29,700 people aged 15 years and older. In November, approximately 22,400 people participated in the labour force with 21,000 of those employed. This left approximately 1,400 unemployed persons and a further 7,300 people not participating in the labour force.

The majority of persons who are unemployed, underemployed or not participating in the labour force share a number of common characteristics including that they:

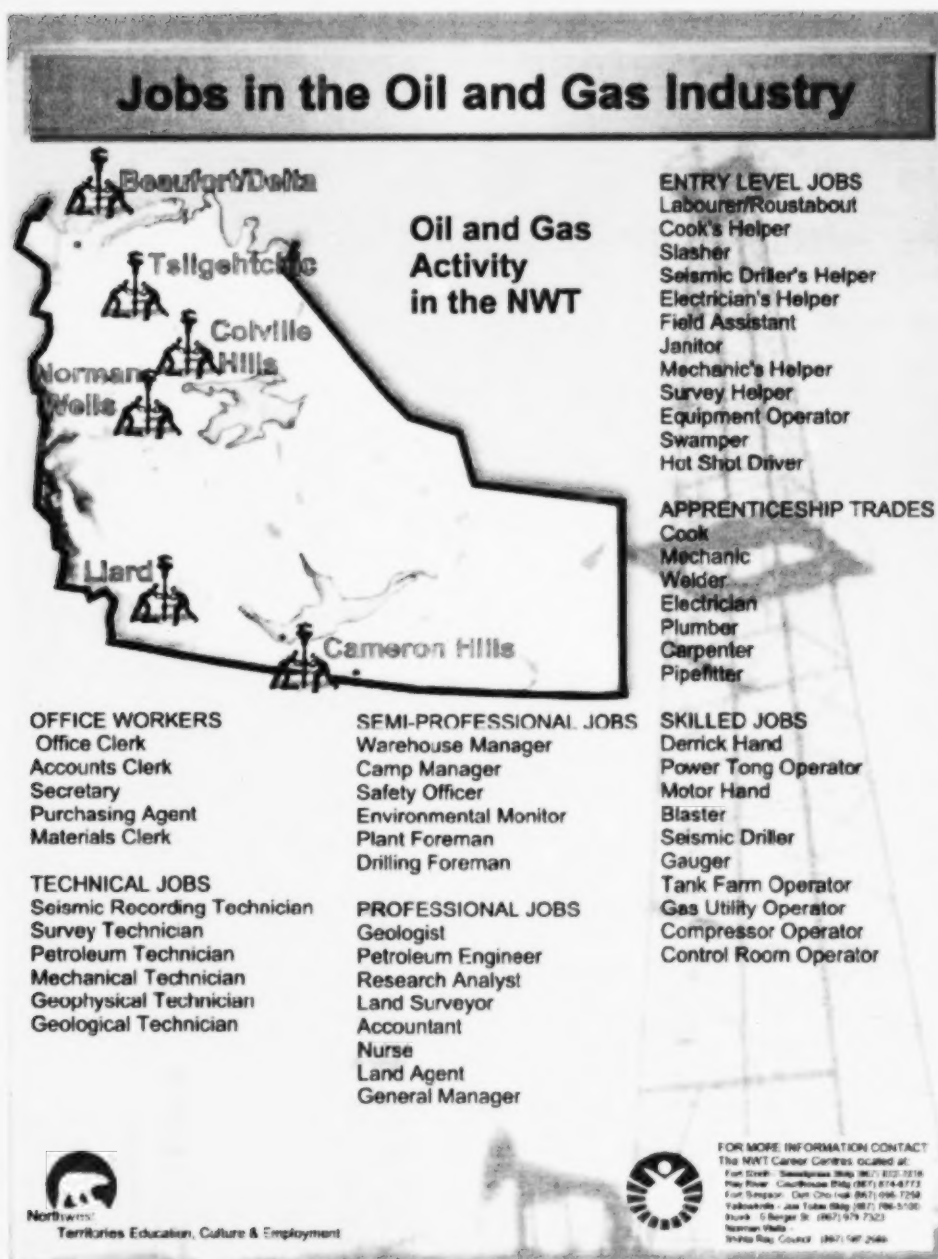
- ❖ are Aboriginal persons
- ❖ have education levels of grade 10 or less, and
- ❖ lack industrial or other required skills to enter the workforce.

Chart 2 - NWT Labour Force Activity



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Chart 1 - Jobs in the Oil and Gas Industry



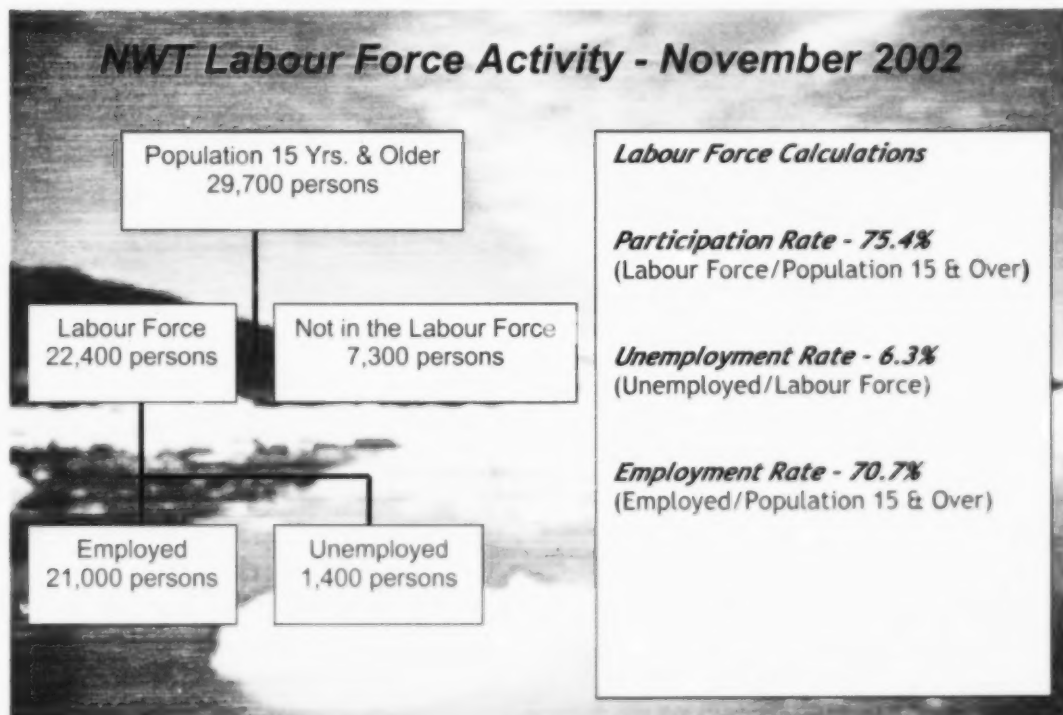
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Chart 2 - NWT Labour Force Activity



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Many also live in smaller communities where the unemployment rate is significantly higher than in regional centres. It is important to note that many of the smaller communities with the highest levels of unemployment are in relative proximity to the proposed pipeline route, and are therefore a natural source of workers for the project.

Providing the required industrial skills to unemployed persons and those not

currently participating in the labour force will be critical to filling the industrial labour force needs of the future. The NWT Oil and Gas Industrial Skills Strategy is therefore targeted at:

- ↳ unemployed persons
- ↳ under-employed persons
- ↳ persons not participating in the labour force, and
- ↳ students who will be entering the labour force on an on-going basis.

Mackenzie Delta in Summer



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CHALLENGES TO NORTHERN EMPLOYMENT

Aboriginal and other Northerners face a myriad of systemic, educational and social challenges to employment. Unless these barriers can be eliminated, Northerners will not be able to take full advantage of the

growing employment opportunities. Understanding and addressing the following challenges to employment is an essential element of the NWT Oil and Gas Industrial Skills Strategy.

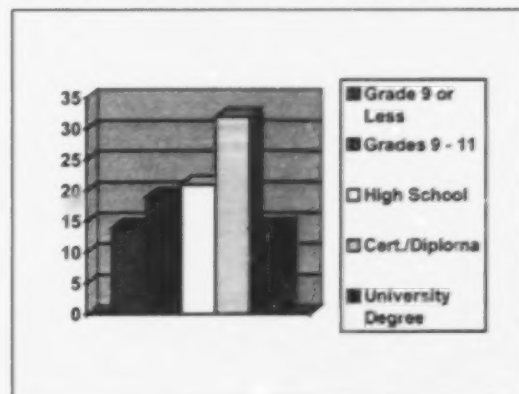
✕ Education and Literacy Skills

Both educational enrollment and graduation rates are on the rise in the Northwest Territories. While this is highly encouraging for the future, the fact is that the Northwest Territories has one of the lowest education, graduation and literacy rates in the country. The lack of education combined with low literacy and numeracy rates has had a tremendous impact on the ability of people to access jobs at all levels.

For many, the thought of attaining the required education or training is a daunting task. Many have experienced failure within the traditional educational system and are reluctant to

resume their education/training. It is therefore critical to develop non-traditional and/or alternative industrial skills-based programs that encourage people to revitalize their own training and development.

Chart 3 - Population 15 and Older by Highest Level of Schooling (%), 1999



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These skills-based programs must focus on pre-employment initiatives such as literacy and numeracy programs at the community level. They must also make accommodation for the literacy and

numeracy levels of participants and ensure that participants are given the tools to build their own capacity and be successful in job and career pursuits.

✂ Job/Life Skills

Some Aboriginal and other Northerners have historically not fully participated in the wage economy. As a result, they do not have the prerequisite job and life skills necessary for success in the workplace. These include both the technical skills needed to perform specific job functions and other skills

required to be successful in the wage economy. Alternative industrial training programs must therefore incorporate both job and life skills into the learning process to ensure that participants are successful not only in getting jobs, but at keeping jobs.

✂ Individual and Community Wellness

Social issues continue to plague the north. The NWT has one of the highest rates of alcohol and substance abuse in the country. Along with these come other problems including physical abuse, FAS/FAE and medical problems that relate to the abuse of alcohol, drugs

and tobacco. All of these problems have a direct impact on the ability of Aboriginal and other Northerners to access and retain jobs. Individual and community wellness issues must be considered in the development of non-traditional industrial skills programs.

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✕ Job Specific Skills

A key problem for many, and particularly for residents outside of the major centres, is the lack of access to job specific skill development programs and infrastructure. Aurora College continues to do a very good job of providing both basic and program specific education and diploma programs. However, the size and remoteness of most northern communities seriously limits access to job specific skills development programs.

Many also do not have either the resources or the ability to attend

education or training institutions in locations outside their home communities for extended periods of time. Strong family and community relationships and ties to the land make leaving the community for extended periods very difficult. As well, many do not have the basic education levels required to enter into trades, administrative or professional programs. While distance education holds some promise for the future, higher levels of education and literacy are required in order for people to fully access and benefit from this form of learning.

SHARE Safety Training - Inuvik



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✧ Employment Support

Helping people to access and retain employment is just as important as training people for jobs. A key issue in terms of the oil and gas industry is the mobility of the workforce. The seasonal nature of the oil and gas industry, combined with the remoteness and constant relocation of worksites, means that people must be willing to go where the work is. To be successful, northern workers may be required to work off-seasons in other regions of the country. Addressing transportation and travel scheduling concerns will therefore be critical to ensuring that Aboriginal and other Northerners have access to the worksite from their home community.

Northern workers must also be provided with the skills to deal with isolation from family, friends and community and to make sound decisions concerning social and financial issues that result from employment. Support systems must be put in place to ensure that Aboriginal and other Northerners are provided with the counselling necessary to maintain an active and healthy lifestyle. Systems must also be put in place to reduce staff turn-over and to ensure that people have the ability to advance in their chosen field.

✧ Regional Disparities

The NWT does not enjoy the same service levels as other regions of Canada. Transportation and communications infrastructure are struggling to keep pace with standards enjoyed by other Canadians. Our residents must travel farther to access

specialized health care and advanced education opportunities. At the same time, we share the same demographic and technological pressures that every Canadian jurisdiction is facing in its social program delivery.

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✕ Boom and Bust Economy

Because of the large role that non-renewable resources play in the NWT economy, we have been particularly vulnerable to the "boom-and-bust" cycle. The downturn in Beaufort Sea petroleum exploration and

development in the 1980's, and the more recent impact on the Yellowknife economy of lagging gold prices, have highlighted the need to diversify the NWT's economic base.

✕ Underdeveloped Private Sector

In many cases the NWT private sector, including Aboriginal Development Corporations, does not yet have the experience or resources to meet the

needs that will be created by large-scale infrastructure development projects.

✕ Addressing the Challenges

Addressing each of these challenges in a straight forward and systematic way will be essential to providing Aboriginal and other Northerners with the capacity required for the jobs that are, and will be, available. The NWT Oil and

Gas Industrial Skills Strategy addresses each of these challenges from a uniquely northern context and in a comprehensive and highly collaborative manner.

THE NEED FOR A NEW, MADE-IN-THE-NORTH INDUSTRIAL SKILLS STRATEGY

It is clear that innovative, made-in-the-north approaches to industrial skill development are required. The lack of a skilled and available workforce is having a dramatic impact on both the people of the NWT and the oil and gas industry.

For the people of the north it means that access to jobs is limited. The benefits that naturally accrue from employment are therefore not being fully realized by the people, families and communities of the NWT.

For companies attempting to do business in the north, it has resulted in additional labour costs in order to hire and transport employees from outside of the NWT. It has also resulted in increased pressure to find available employees in order to achieve negotiated participation and impact benefit agreements.

Apprenticeship Welding Program



It is also not enough to merely provide access to entry level positions. Aboriginal leaders and people at the community level have clearly stated that they want sustainable and meaningful employment with the opportunity for advancement in the future.

It is imperative for Industry, Aboriginal Governments, the Government of the Northwest Territories, the Government of Canada and other partners to work together in order to develop innovative solutions to ensure that Aboriginal and

NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

other Northerners have the skills necessary to take full advantage of the growing employment opportunities. Of particular concern is the need for industrial skill capacity building as the majority of the jobs in the oil and gas sector will be in skilled labour and trades.

Industrial skills programs are required that not only address the specific job skills needed for employment, but that also address literacy and numeracy

rates, job and life skills and wellness issues. Programs must address participant needs at all levels including in basic skills and pre-employment, industrial skills development and employment mobility and support. Industrial skills programs must also lead to sustainable, long-term employment and provide transferable skills so that participants can access employment opportunities in other sectors of the economy.

AKITA Equetak Drilling on a Year Round Gravel Pad



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THE STRATEGY - PARTNERSHIPS

Recent experience has shown that alliances between key industry partners have been very effective in the development and delivery of skill-based programs for jobs in the private sector. A model that has proven very successful both in the north and in other parts of Canada is a partnership approach that includes Industry, Aboriginal Governments, the Provincial/Territorial Government and the Government of Canada.

This model has been adopted by the Territorial Oil and Gas Training Committee. The mandate of the Committee is to oversee shared industrial training and skill development initiatives that provide Aboriginal and other Northerners with the opportunity to access jobs in the oil and gas industry. The Committee is fulfilling this mandate through the development and implementation of the NWT Oil and Gas Industrial Skills Strategy.

The Committee is comprised of key partners that are prepared to contribute the time, energy and resources needed to ensure that Aboriginal and other Northerners directly benefit from employment opportunities. Membership on the Committee is comprised of:

Industry Representatives:

- Industry Companies
- SHARE (a consortium of companies/stakeholders participating in various training activities)

Aboriginal Governments and Organizations

- Aboriginal Summit
- Deh Cho First Nations
- Sahtu Secretariat Inc.
- Gwich'in Tribal Council
- Inuvialuit Regional Corporation

NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

Government of the Northwest Territories

- Education, Culture and Employment
- Resources, Wildlife and Economic Development

Government of Canada

- Human Resources Development Canada
- Indian and Northern Affairs Canada

Non-Government Organizations

Status of Women Council of the NWT

Other

- Northern Territories Federation of Labour
- Aurora College
- Northern Pipeline Construction Group

Working on the Rig - Fort Liard



A significant amount of work has already been completed in terms of industrial training and skill development, particularly in relation to the oil and gas industry. Much of this work has been accomplished through the collaboration of sector partners.

It is important to recognize and build upon the work that has been completed to date, however, it is now clear that a long-term, coordinated approach to industrial skills development is required. This requirement will be met through implementation of the NWT Oil and Gas Industrial Skills Strategy.

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DETAILED PRINCIPLES

The principles of the strategy were briefly described in the Introduction. These principles have been established to overcome the employment barriers faced by Aboriginal and other Northerners and to meet the primary strategic objectives in an effective and efficient manner. Following is a more detailed description of the Strategy Principles.

1) The strategy will be directed at industry identified jobs

Through the strategic initiatives, Aboriginal and other Northerners will have the opportunity to develop the skills needed to access jobs in the oil and gas sector. Industrial skills programs will be job specific and directed at industry identified jobs. Industry representatives will therefore help to supply the critical labour market information required to ensure that participants receive the required skills for designated jobs.

2) The strategy will be jointly developed and funded by Industry, Aboriginal Governments, the GNWT and the Government of Canada

History in the north has shown that skill development must be based on a partnership model. Industry must play a key role in identifying the jobs and skills that are required. Each of the partners must play a major role in resourcing, developing and delivering the programs needed to prepare Aboriginal and other Northerners for identified jobs.

3) The strategy will be community-focused

Northern people have very strong, traditional ties to their families, communities and the land. Relocating northern people for training over extended periods of time has met with limited success. On the other hand, best practices in the north have demonstrated that training that is delivered in - or

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directly linked to - communities has been very successful. In some cases training will be delivered in the communities. In other cases every attempt will be made to ensure that participants have direct linkages and contact with their families and their home communities.

4) The strategy will focus on job skills

The strategy will focus on specific job skills. These skills may include the academic and social skills required to be successful, however, the focus will be on providing participants with the specific industrial job skills needed for an identified job.

5) The strategy will be regionally implemented and delivered

The strategy is designed to develop and enhance skills in all regions of the NWT. Each region has an understanding of its own skills development needs and the best approaches for skill development delivery. The strategy will

therefore be implemented and delivered on a regional basis with the full participation of Regional Aboriginal Governments, Industry, the GNWT and the Government of Canada.

6) The strategy will provide opportunities for men and women

Industrial jobs have traditionally been a male-dominated field. The NWT Oil and Gas Industrial Skills Strategy will provide opportunities for both men and women. Through education and awareness programs, women will be actively encouraged to take advantage of skill development programs.

7) The strategy will encourage the development of transferable skills

Many of the jobs in the oil and gas sector are highly cyclical and seasonal in nature. Employment opportunities may only be available for short periods of time and there is generally no guarantee of on-going employment after the season and/or after the completion of a project. It is therefore critical to

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provide transferable skills for participants so that they can find alternate employment in the oil and gas sector in other parts of Canada, in other non-renewable and

industrial based industries, or in their own regions and communities. Wherever possible, skills programs will be accredited to ensure skills portability.

Sunset in the Mackenzie Delta



NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

STRATEGIC INITIATIVES

The NWT Oil and Gas Industrial Skills Strategy consists of a three-phased approach designed to address each of the key challenges facing northern employment. Each of the phases or Initiatives is also designed to ensure that Aboriginal and other Northerners have the pre-requisite literacy, education, life and job skills to be successful in the oil and gas industry.

The Strategic Initiatives cover broad areas that enable Territorial, Regional and Community-based decision making on the most urgent skill development needs and/or, the skill development programs that will have the greatest impact in maximizing employment opportunities for Aboriginal and other Northerners. The programs detailed in this document represent areas where there is a demonstrated need. Other

potential programs have also been included, however, the actual programming to be included in the strategy will be determined at the Territorial, Regional and Community level with significant input from each of the strategy partners.

The strategy consists of the following complimentary but separate initiatives:

- 1) Basic Skills and Pre-employment Initiative
- 2) Industrial Skills Development Initiative
- 3) Employment Mobility and Support Initiative

1) BASIC SKILLS AND PRE-EMPLOYMENT INITIATIVE

The Basic Skills and Pre-employment Initiative will represent the first step on the road to a job and a career in the oil and gas industry. It is designed to address the challenges of education and literacy skills and job and life skills. The initiative will also incorporate programs that address such

critical areas as human resource planning and career development. The Basic Skills and Pre-employment Initiative consists of three components; Literacy and Basic Skills; Human Resource Planning; and Career Development.

Literacy and Basic Skills

Through the Literacy and Basic Skills Component, Aboriginal and other Northerners with minimal education and literacy levels will be given the opportunity to gain the fundamental skills required to access entry level positions and/or continue their skill development in order to obtain industrial job skills. Following are two examples of possible programs to be included under the Literacy and Basic Skills Component.

Oil and Gas Literacy Program

The Oil and Gas Literacy Program will provide adults who have minimal

literacy or numeracy skills with the basic capacity required to work in some entry level positions, or the basic skills required for further upgrading, training and skill development.

There are already a number of highly successful literacy programs, many of which have been developed in the Northwest Territories. These include literacy programs designed by Aurora College as well as workplace literacy programs designed by individual companies. The Oil and Gas Literacy Program will incorporate best practices from these programs as well as new

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literacy tools designed specifically for the oil and gas industry.

Job/Life Skills

Just as important as providing literacy skills is the development of job and life skills. The oil and gas industry represents a unique work environment due to the fact that work sites are isolated and workers, in general, must be away from their families and communities for two to three weeks at a time. While the rotational schedule allows workers to continue with their education and training and to pursue traditional lifestyles during off-work periods, it has also caused anxieties among some workers and their families.

Maintenance Work AITTA Equitak - Rig 60



It is therefore critical to prepare potential workers and their families for this work-style and to give them effective strategies to cope with the unique work environment.

Skills to be developed through the Job/Life Skills Program may include:

- ✓ personal financial planning
- ✓ time management
- ✓ interpersonal skills in the workplace
- ✓ dealing with absence from the family and community
- ✓ dealing with substance abuse

Other Potential Programs

The Literacy and Basic Skills Component may also include an Oil and Gas Upgrading Program and other programs to enhance the literacy and basic skill levels of potential workers.

Human Resource Planning

Human resource planning recognizes the need to support regional and community activities. It also recognizes the labour market impacts upon the private sector and the supports needed to assist small businesses to develop or enhance their infrastructure. These programs may include human resource planning, data base resources, assistance for small businesses and mentorships with industry. Without this coordinated approach, opportunities and efficiencies will be limited. Following are three examples of programs that may be included under the Human Resource Planning Component.

Human Resource Plans

Given that potential employees live in communities affected by oil and gas development, this program is designed to maximize northern benefits and promote jobs for Aboriginal and other Northerners. Human Resource Plans will be developed on an individual and regional basis to ensure that individuals

are able to access appropriate industrial skill development programs.

Human Resource Assistance for Small Business

Small businesses in the north are key partners in the oil and gas industry. However, due to their size and limited resources, many small businesses do not have the capacity to fully develop human resource systems or practices. This program will provide short-term assistance to small businesses to establish human resource systems and procedures within their organizations.

Building Capacity

Northern governments, communities, regional Aboriginal organizations, businesses and environmental groups will all benefit from building a better understanding of the oil and gas sector. Learning about the sector is best accomplished through a combination of presentations, workshops, print, internet sites and special events. As Northerners increase their understanding, there will be increased

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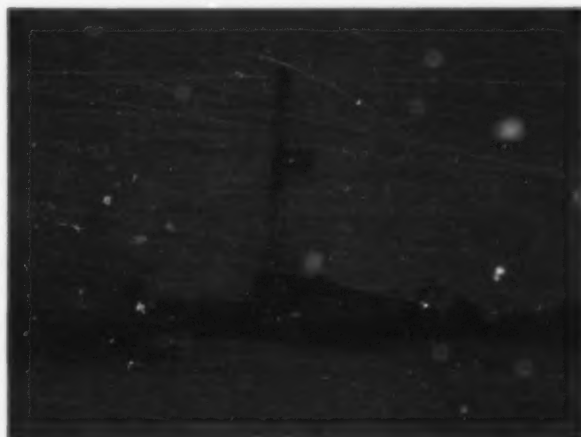
opportunities to find ways to co-operate, maximize northern benefits and reduce potential negative impacts.

Other Potential Programs

Other potential programs under the Human Resource Planning Component may include:

- ↳ Labour Market Information
- ↳ Research
- ↳ Entrepreneur Training
- ↳ Labour Exchange
- ↳ Northern and Industry Promotion
- ↳ Targeted Recruitment

Service Rig - Mackenzie Delta



Career Development

Career development plays a pivotal role in helping young people and adults prepare for, find and keep work. The fundamental goal of career development programs and services is

to help people become self-directed, self-reliant individuals motivated to make meaningful contributions to their communities.

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Career development is an educative process. It focuses on three broad competency areas - personal management, learning and work exploration, and career building - all intended to help people make intentional decisions about their life course. As such, career development encompasses a vast range of activities from self-esteem building, to transition support, to finding or creating work. Given the scope and nature of career development, all Northerners could benefit from active support in this area.

In the NWT, career services are offered through a range of agencies such as schools, career centres and First Nations Offices. Following are two examples of potential programs under the Career Development Component.

Career Counseling

Career counseling is an area that has proven benefits. Services are currently provided to communities through career centers, however, limited human and financial resources restrict access to service for remote

communities. There is an identified need for additional career counseling resources in the regions.

Stay-in-School Campaign

The Stay-in-School Campaign will be a way to reinforce to students that education is the best way to access careers in the oil and gas industry. The campaign will include the development and distribution of age appropriate stay-in-school materials directed at the elementary, middle and high school levels. These materials will be distributed to schools across the Northwest Territories.

As part of the Stay-in-School Campaign, industry, government and Aboriginal representatives will routinely visit schools across the NWT to fully explain the oil and gas industry and the opportunities for employment. During school visits, representatives will also meet with administrators, teachers and guidance counselors to provide a better understanding of the requirements to be employed in the industry.

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Basic Safety Skills Programs

Potential workers need fundamental and on-going training in such areas as workplace safety and First Aid just to be able to enter the worksite.

Through the SHARE Program, Industry Members have already developed a number of highly successful safety programs aimed at providing such fundamental skills. However, additional resources are needed in order to provide the program to small businesses who must also comply with legislated and required safety

standards. The SHARE Program will be incorporated into the Pre-employment Skills Initiative.

Other Potential Programs

Other potential programs under the Career Development component may include:

- ✧ Promotional Activities
- ✧ Career and Technology Studies
- ✧ Competency Based Analysis
- ✧ Pathways
- ✧ E-learning
- ✧ Skills Canada

2) INDUSTRIAL SKILLS DEVELOPMENT INITIATIVE

Many Aboriginal and other Northerners already possess the required pre-employment skills and are ready to participate in industrial skills programs. The Industrial Skills Development Initiative is primarily designed to address the challenge of job specific skills.

The intent of the Industrial Skills Development Initiative is to provide Aboriginal and other Northerners with

the explicit knowledge and skills required for specific jobs in the oil and gas sector. To address both short-term and longer-term skills development needs, the Industrial Skills Development Initiative is comprised of two components: Industry Specific Skills Development and Career Oriented Skills Development.

Industry Specific Skill Development

The oil and gas industry is volatile and unstable in nature. The employment "bursts" which typify the exploration and pipeline construction phases of activity make it difficult to identify with any precision what the employment opportunities and skill development requirements will be at any time.

Companies are able to clearly identify the kind and volume of training they

need for any project, and training institutions are able to identify training program costs, but there is no sure way to predict the success of exploration work and the associated volume of activity that follows. There is a demonstrated need, therefore, for industry specific training to meet both immediate and longer-term skill development needs. Following are two programs that may be included under Industry Specific Skill Development.

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Short-Term Entry Level Training

Short-term entry level training will provide the basic skills required to meet immediate labour force demands. The program will be developed to respond to "just-in-time" skill development needs as identified by the industry and by regional and community representatives. The driving principle behind this concept is that industry and the communities are in the best position to jointly determine what immediate, entry-level training is required to maximize local employment.

Apprenticeship Program

The Apprenticeship Program is aimed at increasing the number of northern journeyman. Despite a desperate need for tradespersons, many companies that provide services to the oil and gas industry do not have either the time or resources to take on trades apprentices.

The Apprenticeship Program will provide resources to assist both small businesses and larger oil and gas companies to hire, train and mentor

apprentices and therefore increase the number of northern tradespersons over time. The skills developed by northern tradespersons will also be transferable to worksites outside of the NWT, other industries such as the mineral industry, and for local and regional employment such as for Aboriginal and other governments.

Other Potential Programs

Other potential Industry Specific Skill Development programs may include:

- ✧ Worksite Health and Safety
- ✧ Coordinator - Study and Work
- ✧ Sector Specific Training
- ✧ School Employer Partnerships
- ✧ Technical Training
- ✧ Private Sector Partnership Fund
- ✧ Industry Specific Standards
- ✧ Occupational Standards
- ✧ Targeted Positions
- ✧ Computer Based Training
- ✧ Employee Career Plans
- ✧ Training on the Job
- ✧ Targeted Skill Development
- ✧ Analysis Turnover
- ✧ Employee Surveys

Career Oriented Skill Development Programs

Career Oriented Skill Development Programs focus on longer-term programs based on needs identified by industry partners. The programs will be developed and delivered by Aurora College in collaboration with other post-secondary institutions such as the Northern Alberta Institute of Technology. An example of Career Oriented Skill Development Programs is the Pipeline Operations Training Program.

Pipeline Operations Training Program

A Pipeline Operations Training Committee (POTC) has been struck to identify and develop programs aimed at preparing Aboriginal and other Northerners for the estimated 49 permanent jobs that will result from on-going care and maintenance of the proposed pipeline. The Committee

consists of various industry and government partners. The POTC is currently finalizing a concurrent strategic plan to develop specific programs that will provide the training required for these positions. The POTC is a highly successful example of how the partnership approach can be used to maximize resources.

Other Potential Programs

Other potential programs under the Career Oriented Skill Development Component include:

- ↳ Occupational Certification
- ↳ Environmental Monitoring
- ↳ Drilling Program
- ↳ Heavy Equipment Operator Program
- ↳ Oil and Gas Skill Development Facility

3) EMPLOYMENT AND SUPPORT INITIATIVE

The purpose of the Employment and Support Initiative is to address the challenge of providing the necessary support to participants throughout the skill development process as well as

after they become employed. The Employment and Support Initiative consists of two components; Supports and Evaluation and Monitoring.

Supports

Both participants and employers will require support throughout the skill development process. Employers will also require support to hire and maintain a northern workforce. Two key programs under the Support Component will be the Mobility Program and Wage Subsidies.

Mobility Program

Mobility is a critical issue in the north where many people live in small, isolated communities that do not have daily transportation systems and where the costs of transportation are considerable. The oil and gas industry is both highly mobile and cyclical in nature, particularly in the north where the industry is largely ice and snow

dependent. Most of the field training also occurs on the job. Workers will therefore need to go to where the work is, including worksites outside of the NWT, in order to move beyond entry level positions and to be employed on a year-round basis.

In order for northern workers to become fully competent in the oil and gas industry they will also be required to work outside of the Territory during the off-season and will therefore require additional mobility supports.

Many people in the Northwest Territories have the skills and experience to participate in the oil and gas industry. However, without some

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form of assistance, the cost of travel outweighs the benefits of work. As a result, many are forced into a situation where they must rely on income support even though they are willing and able to work.

Previous mobility studies have clearly demonstrated the benefits of providing mobility assistance to workers. However, new analysis is warranted and new and innovative approaches must be found for the mobility issue.

The Mobility Program will involve a study on the benefits of mobility and how to increase access to worksites for Aboriginal and other Northerners located in remote communities. The Program will also provide resources to establish an on-going mobility fund to ensure that Aboriginal and other Northerners have access to oil and gas worksites both in and out of the NWT.

Wage Subsidies

The NWT has one of the most successful wage subsidy programs in Canada. These wage subsidies have been crucial in allowing employers to

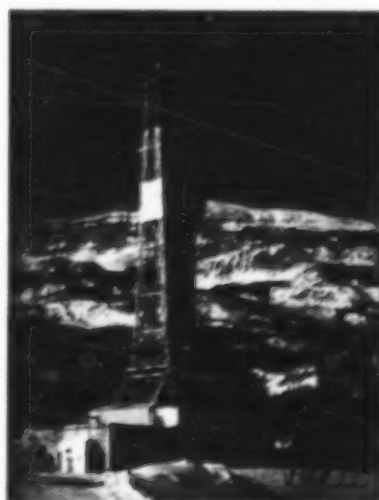
hire and train entry-level and trades-level northern workers. Increasing the wage subsidy program will allow a greater number of Aboriginal and other Northerners to be hired in the oil and gas sector.

Other Potential Programs

Other potential programs under the Support Component may include:

- ✧ Student Financial Assistance
- ✧ Bursaries
- ✧ Scholarships
- ✧ Counseling Services
- ✧ Life Skills and Cross Cultural Training

**AKITA/Sahcho Drilling Rig #58
- Fort Liard**



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Evaluation and Monitoring

The success of the NWT Oil and Gas Industrial Skills Strategy will be evaluated primarily on the number of Aboriginal and other Northerners who gain employment as a result of these initiatives and programs. This will be measured both in the short-term and long-term. For example, feedback will be gathered to identify if Aboriginal and other Northerners have gained immediate employment as a result of

these interventions. Periodic follow-up surveys will also be done to determine if they are still employed.

In order to ensure that a thorough evaluation can be done, essential data will be gathered from those agencies providing skill development and employment. Each program will have specific targets and an annual report on the overall strategy will be completed.

Aurora College Northern Rig Training School - Inuvik



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OUTCOMES

The NWT Oil and Gas Industrial Skills Strategy is a comprehensive program aimed at ensuring that Aboriginal and other Northerners have the capacity to meet oil and gas labour market needs. The strategy will require a substantial

investment by all partners, however, the return on that investment will be significantly higher levels of employment in the industry, particularly for Aboriginal persons in the Northwest Territories.

Investment

All partners will be required to make a significant investment in terms of time, expertise and financial resources to ensure the success of the strategy. The anticipated cost of the strategy is approximately \$32,557,000 over the

five year period. The breakdown of these costs by Initiative is represented in the Chart 4.

Chart 4 - Proposed Strategy Costs by Initiative



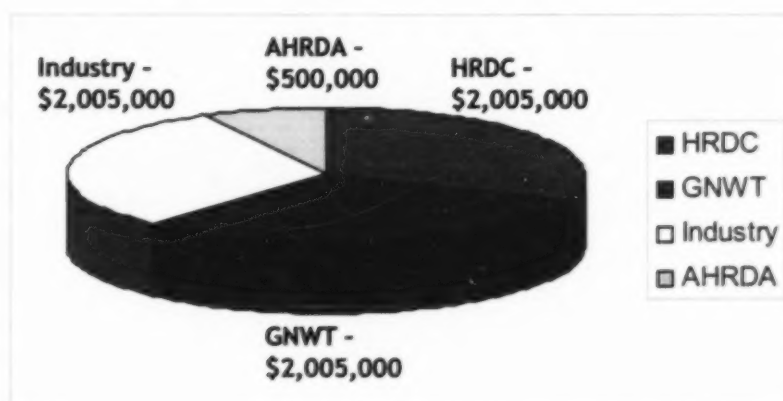
NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

The majority of the funds are directed at initiatives and programs that will lead to direct employment. A significant proportion will also be directed at preparing Aboriginal and other Northerners for work in the oil and gas industry through literacy, upgrading and lifeskills programs and education and awareness programs.

The required investment will be shared by all partners, either through existing or incremental funding. For example, the strategy will require \$10,025,000 in incremental funding from Human Resources Development Canada over the five year term.

Each partner is willing to make the necessary contribution not only in terms of direct financial resources, but also in terms of human resources and expertise, to make the strategy work. Each partner is fully committed to the objectives and principles of the strategy, and each has a direct and vested interest in increasing employment for Aboriginal and other Northerners. Chart 5 demonstrates the proposed cost-sharing arrangement on an averaged annual basis between each of the partners.

Chart 5 - Averaged Annual Cost Breakdown by Partner



Primary Return On Investment

While the overall investment in the strategy may be substantial, it is marginal in terms of the overall benefits of the NWT oil and gas industry to Canada. As stated earlier, it is estimated that 157,000 person years of employment will be generated in Canada over the period 2002 to 2026 as a result of the Mackenzie Valley oil and gas and pipeline industry alone. It is also anticipated that the industry will generate approximately \$12 to \$13 billion in government revenues over the next 20 to 25 years.

It is essential to reinvest a portion of the economic gains from the NWT oil and gas sector into skill development programs in order to ensure that maximum benefits from the industry accrue to Aboriginal and other Northerners.

The direct return on investment from the strategy can best be described in terms of employment. It is anticipated that 700 - 1,000 people will receive seasonal and/or full-time employment

in the oil and gas or residual industries as a result of this strategy. Of the anticipated 700 - 1,000 people to be employed, at least 70% will be Aboriginal persons.

It is also important to note that the majority of people who will gain employment through this strategy currently rely on income assistance. Helping these people transition from a circumstance of reliance to one of independence will make a tremendous impact on their lives, the lives of their families and on their communities as a whole. The impact of employment gains will also be felt in many other ways including:

- ↳ increased disposable incomes
- ↳ the economic multiplier effect in communities
- ↳ improved levels of individual and community wellness, and
- ↳ decreased income assistance levels.

Other Returns On Investment

While the number of jobs and employed persons will be the key indicator of the success of the strategy, the return on investment will be generated in several other ways. As a result of the Pre-employment and Basic Skills Initiative, Aboriginal and other Northerners will receive basic literacy, upgrading and/or life skills. Many of these people may find immediate employment in the oil and gas industry. Many more will be given the essential skills required to engage in more advanced skills development programming or to engage in employment opportunities in other fields.

In addition, literally hundreds of people from across the NWT will be exposed to opportunities in the oil and gas sector through promotional programs. This includes both adults who may wish to upgrade their skills capacity as well as students who are the workforce of the future. It is anticipated that many of these people will become engaged in the oil and gas sector.

Many of the jobs in the oil and gas sector will be short-term positions during the construction phase of the pipeline project. However, through the Industrial Skills Development Initiative, participants will gain employment skills that are directly transferable to jobs in other sectors including local and regional governments and mineral exploration and development. The pipeline construction project will be the catalyst for on-going skill development and employment in the growing labour market.

As literacy and graduation rates continue to increase, it is also anticipated that the level of basic and pre-employment training required will also be reduced over time.

In short, the returns on investment far outweigh the costs of this strategy, while the cost of doing nothing is prohibitive in both financial and human terms.

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IMPLEMENTATION

Implementation of the NWT Oil and Gas Industrial Skills Strategy is going to require the utmost co-operation and collaboration of all partners. Aboriginal Governments and organizations and Industry must have a direct and meaningful say in how the strategy is implemented, managed and evaluated. It is also clear that while the strategy is directed at all Northerners, the majority of the benefits and resources must be targeted at Aboriginal persons.

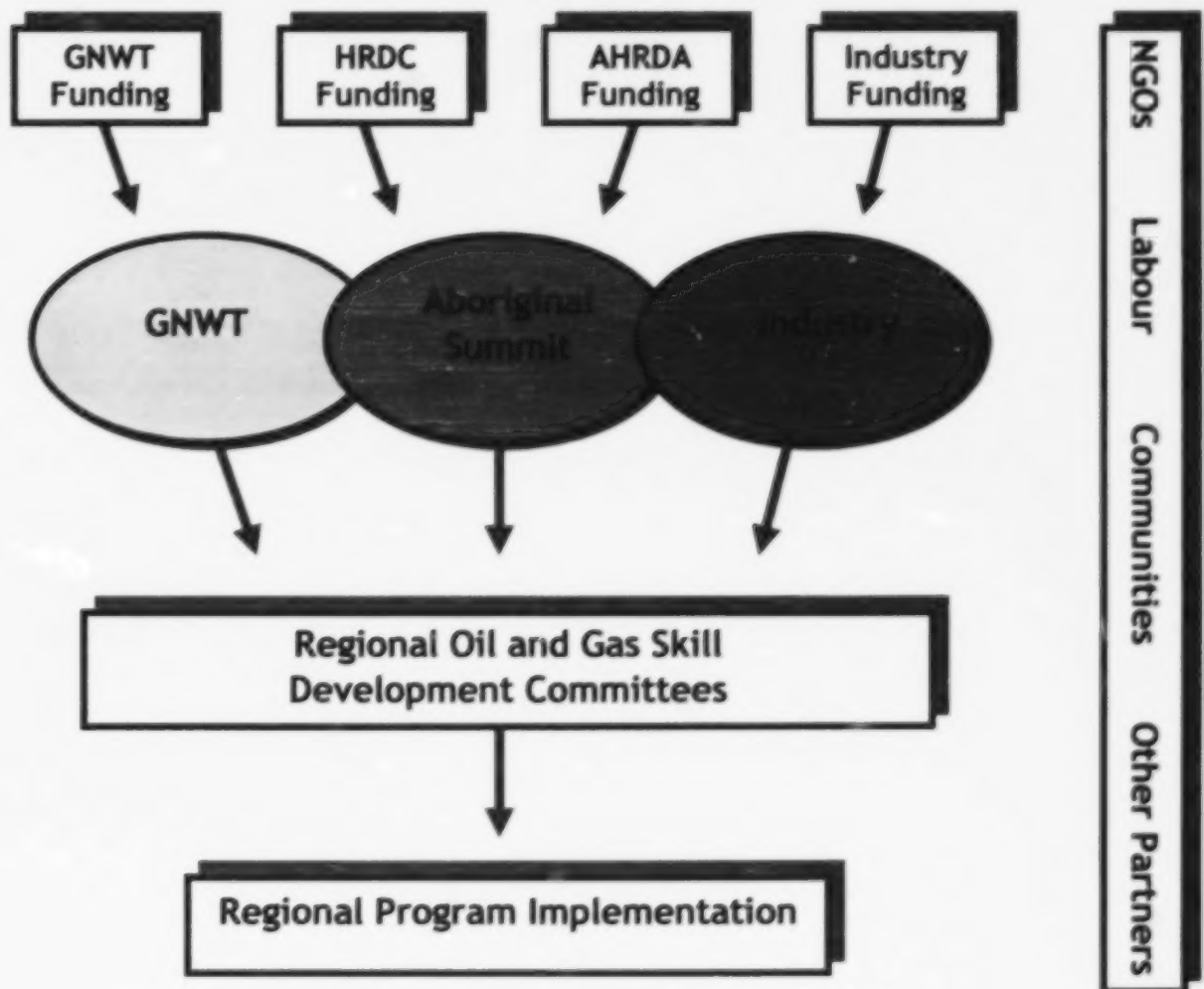
It is therefore recommended that Federal and Aboriginal Government financial resources flow through an Aboriginal controlled organization in order to ensure that Aboriginal persons receive direct benefits from the

strategy. It is also recommended that the Aboriginal Summit be named as the Aboriginal Government representative.

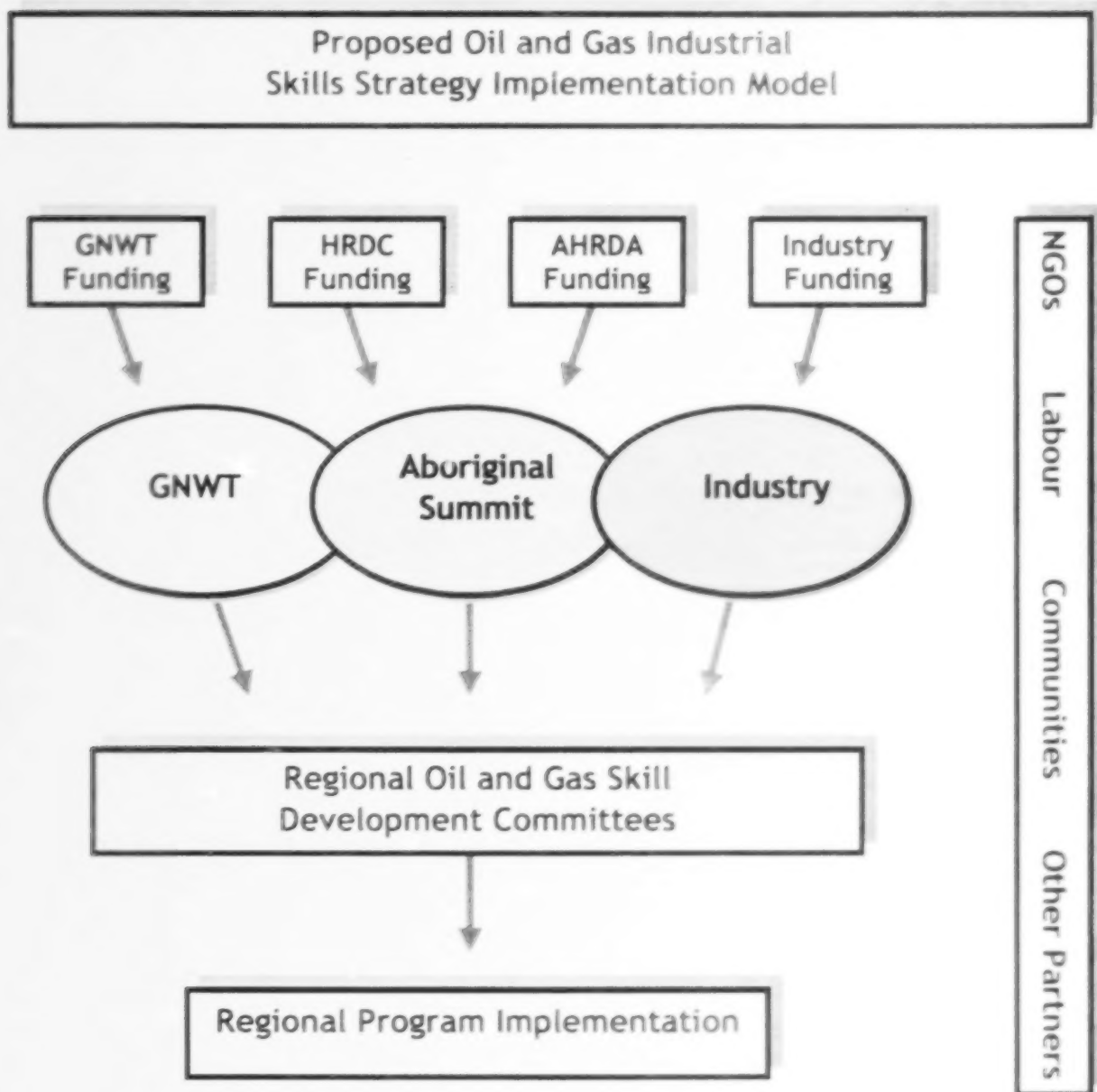
The Aboriginal Summit, in collaboration with Industry and GNWT representation through the NWT Oil and Gas Training Committee, will be responsible for approving and allocating funding on a program-by-program basis within the auspices of each initiative. Proposals for funding will be received from Regional Skill Development Committees, again comprised of Aboriginal, Industry and GNWT Representatives at the regional and local level. The following diagram demonstrates how such a model may be implemented.

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Proposed Oil and Gas Industrial Skills Strategy Implementation Model



NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY



NWT OIL AND GAS INDUSTRIAL SKILLS STRATEGY

CONCLUSION

The NWT Oil and Gas Industrial Skills Strategy represents a very real and substantial opportunity for Aboriginal and other Northerners to receive the specific skill development they need to access jobs in the oil and gas industry. It is a strategic approach that uses best practices from the north and other parts of Canada.

The strategy is based on a number of key elements that will ensure its overall success including:

- ↳ a proven partnership model
- ↳ industry specified jobs and the skills needed
- ↳ very clear goals and principles
- ↳ specific initiatives and programs
- ↳ Aboriginal and regional input on decision-making, and
- ↳ evaluation methods and targets to ensure that both public and private funds are used in an effective, efficient and appropriate manner.



While the investment in the strategy is substantial, the return on the investment will significantly outweigh any associated costs.

The benefits of the NWT oil and gas industry have been felt by all Canadians through increased revenue

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royalties and the creation of thousands of person years of employment in the Territories/Provinces. The NWT Oil and Gas Industrial Skills Strategy simply ensures that maximum benefits from the industry are rightly accrued to Aboriginal and other Northerners.

The benefits of the strategy will be equally shared by all partners including Aboriginal Governments, Industry, the GNWT, the Government of Canada and other strategy partners. Most importantly, the strategy will provide skill development, and therefore hope and assistance for a better future, to those who need it most.

Graduates of the First Drill Rig Training School - Inuvik



